

Message Text

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PAGE 01 BONN 20380 01 OF 02 171151Z

12
ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-04 H-02 INR-07 L-03

NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06 IO-10

ACDA-05 SAJ-01 EB-07 DOTE-00 /082 W
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R 171137Z DEC 75
FM AMEMBASSY BONN
TO SECSTATE WASHDC 5158
INFO USMISSION USBERLIN
USMISSION NATO BRUSSELS
AMEMBASSY BERLIN
AMEMBASSY LONDON
AMEMBASSY MOSCOW
AMEMBASSY PARIS
AMEMBASSY BELGRADE
AMEMBASSY ANKARA
AMEMBASSY COPENHAGEN
AMEMBASSY VIENNA
AMEMBASSY THE HAGUE

C O N F I D E N T I A L SECTION 01 OF 02 BONN 20380

E.O. 11652: GDS
TAGS: PFOR, EAIR, WB, US UK, FR, UR, DA, GE, TU, NL,
AU, YO
SUBJECT: LANDING RIGHTS FOR NON-ALLIED CARRIERS IN
WEST BERLIN

REF: BONN 10002 AND PREVIOUS

SUMMARY: HOPES RAISED BY INDICATIONS LAST SUMMER OF
SHIFT IN UK POSITION CONTINUE NOT TO BE REALIZED. WE
PUT FORTH COMPLETE SET OF DRAFT NOTES TO THE VARIOUS PAR-
TIES INVOLVED, ONLY TO HAVE FCO RETURN TO PREVIOUS
POSITION IN REJECTING THEM. IN EFFORT TO MEET BRITISH
POINTS BUT STILL ENABLE ALLIES TO REACH AGREEMENT THAT
SAS, AUA, KLM, THY, AND JAT MAY HAVE LANDING RIGHTS IN
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PAGE 02 BONN 20380 01 OF 02 171151Z

WSB, ON DEC. 15 WE PASSED AMENDED DRAFTS TO FRENCH AND

BRITISH. FRENCH CONTINUE TO SUPPORT OUR EFFORTS, WHILE BRITISH HERE HAVE UNDERTAKEN TO PASS THE DRAFTS TO LONDON ONCE MORE AND REQUEST GUIDANCE. WE BELIEVE IT A GOOD TIME TO PUT TRIPARTITE DISCUSSIONS HERE ON THE RECORD AND TO RECOMMEND THAT THE DEPARTMENT CONSIDER RAISING THE MATTER WITH UK EMBASSY AT A SUITABLE TIME. THE DECEMBER 15 DRAFTS FOLLOW BY SEPTTEL. END SUMMARY.

1. THERE WAS CONSIDERABLE HOPE ALL AROUND WHEN THE BRITISH INFORMED US AND THE FRENCH LAST SUMMER (REFTTEL) THAT THE UK WAS NOT ENTIRELY INFLEXIBLE AND WAS OPEN TO SUGGESTIONS ON QUESTION OF GRANTING LANDING RIGHTS IN WEST BERLIN TO SEVERAL CARRIERS. AFTER MUCH CONSIDERATION AND DISCUSSION, WE PUT FORTH DRAFTS OF THE SIX NOTES WHICH WOULD BE REQUIRED TO INSTITUTE A SYSTEM UNDER WHICH LANDING RIGHTS WOULD BE GRANTED TO THE SEVERAL CARRIERS INTERESTED, BUT WHICH WOULD ALLOW ONLY TWO CARRIERS (AT LEAST INITIALLY) ACTUALLY TO SERVE WEST BERLIN IF THE GDR WERE TO GRANT THE NECESSARY OVERFLIGHT RIGHTS. THE NOTES WERE FOR NATO, DENMARK (SAS), AUSTRIA (AUA), THE NETHERLANDS (KLM), TURKEY (THY), AND YUGOSLAVIA (JAT).

2. AFTER RECEIVING A POSITIVE RESPONSE FROM THE UK BONN GROUP REP (HITCH) TO OUR DRAFTS, THE FCO CAME BACK WITH NEGATIVE INSTRUCTIONS. HITCH SAID LONDON HAD BEEN PREPARED AT ONE TIME TO LOOK AT A SOLUTION AGREEABLE TO THE US, BUT UPON FURTHER EXAMINATION HAD SEEN A NUMBER OF PROBLEMS:

-- 1. THE THREE ALLIES WOULD BE PUT IN AN EMBARRASSING SITUATION IF THE GDR WERE TO GRANT OVERFLIGHT RIGHTS SIMULTANEOUSLY TO ALL CARRIERS HAVING LANDING RIGHTS. LONDON DESIRES AN IRONCLAD WAY TO DEAL WITH SUCH A PROBLEM, BUT ONE WHICH WILL NOT OPEN THE ALLIES TO VARIOUS PRESSURES AND CHARGES WHEN THE CHOICE OF WHICH CARRIER TO COME FIRST IS MADE;

-- 2. THE NEW ARRANGEMENT AGREED IN 1974 IS IN EFFECT ONLY FROM NOVEMBER 1 OF THIS YEAR. LONDON
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PAGE 03 BONN 20380 01 OF 02 171151Z

AGREED TO IT ONLY VERY RELUCTANTLY AND WISHES TO LEAVE IT UNDISTURBED;

-- 3. HOWEVER, LONDON DOES NOT HAVE A CLOSED MIND AND WOULD BE WILLING TO LOOK AT IDEAS ON HOW TO AVOID THE PROBLEM NOTED ABOVE UNDER PART 1. FCO HAS NOTICED, HOWEVER, THAT THE CARRIERS HAVE NOT BEEN ACTIVE VIS-A-VIS THE ALLIES ON THIS SUBJECT.

3. US REP STRONGLY EXPRESSED GREAT DISAPPOINTMENT IN
UK REGRESSION. DIFFERENCE IN POSITIONS SEEMED TO BE
THAT US WAS GIVING DUE CONSIDERATION TO BERLIN POLITICAL/
PSYCHOLOGICAL FACTORS WHILE UK THINKING ONLY OF
COMMERCIAL INTERESTS. IT WAS DIFFICULT TO UNDERSTAND
BRITISH CONCERN: AT STAKE WERE ONLY TWO FLIGHTS PER
WEEK ON NORTH-SOUTH ROUTE. THESE TWO FLIGHTS COULD NOT
POSSIBLY DISRUPT THE IGS. REGARDING CHOSING AMONG

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PAGE 01 BONN 20380 02 OF 02 171150Z

12

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C O N F I D E N T I A L SECTION 02 OF 02 BONN 20380

THE CARRIERS, IF THAT BECAME NECESSARY, US REP SAID
PRESENT DRAFTS WOULD MEET ALL BUT MOST THEORETICAL

CONTINGENCIES, HOWEVER, HE WOULD FIND NEW LANGUAGE WHICH WOULD EXPRESSLY COVER WHAT WAS MOST IMPORTANT ASPECT: TO ESTABLISH RULES IN ADVANCE SO ALL CARRIERS WOULD KNOW BASIS OF GAME. THERE WOULD THEN BE NO JUSTIFIED COMPLAINTS IF CHOICE WERE NECESSARY.

4. UK REP SAID LONDON STRONGLY PREFERRED TO MAINTAIN STATUS QUO BUT IN VIEW OF REACTION OF US REP UK WOULD BE WILLING TO CONSIDER NEW LANGUAGE. IN ESTABLISHING GROUND RULES FOR CARRIERS, IT WAS IMPORTANT TO LONDON THAT PRINCIPLES OF 1972 BONN GROUP AIR STUDY BE
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PAGE 02 BONN 20380 02 OF 02 171150Z

MAINTAINED, I.E., TO EMPHASIZE NORTH-SOUTH ROUTES SO AS NOT TO DISTURB IGS.

5. FRENCH REP AGREED IN PRINCIPLE WITH US POSITION AND DRAFTS; THEY WERE CONSISTENT WITH HIS LONG-STANDING INSTRUCTIONS FROM PARIS. SINCE IT WAS CLEAR THAT LONDON IS THE PROBLEM, HE SAID, HE WOULD ONLY SEND THE DRAFTS TO PARIS AFTER LONDON HAD AGREED TO THEM OR HAD PROPOSED SPECIFIC CHANGES.

6. US REPS SUBSEQUENTLY REDRAFTED THE SIX TEXTS AND PROPOSED THEM TO UK AND FRENCH REPS AT DECEMBER 15 TRIPARTITE SESSION (ALL TEXTS BEING SENT SEPTTEL). NEW DRAFTS CLEARLY STATE ALLIED POLICY OF DESIRING TO OPEN WSB TO NON-ALLIED CARRIERS, BUT ON BASIS OF NOT ENDANGERING IGS. TO TAKE ACCOUNT OF UK POINT THAT GDR COULD SIMULTANEOUSLY GRANT OVERFLIGHT RIGHTS, DRAFTS ESTABLISH CHRONOLOGICAL PRIORITY FOR THE CARRIERS HAVING RIGHTS (AUA, SAS, KLM, THY, AND JAT -- IN THIS ORDER). THIS BASIS ALSO MEETS UK POINT RE PRINCIPLES OF 1972 BONN GROUP AIR STUDY.

7. COMMENT AND ACTION REQUESTED: AS TRIPARTITE REPS ARE AWARE, ABSENCE OF REPLY TO JANUARY 1975 DANISH NOTE TO FRENCH ON LANDING RIGHTS AND FACT THAT AUA AND SAS LANDING RIGHTS EXPIRED NOVEMBER 1 MAKE ALLIED AGREEMENT TO MOVE AHEAD URGENT. IT IS CLEAR THAT BRITISH ARE USING DELAYING TACTICS AND WILL PROBABLY FIND FAULT WITH ANY DRAFT WE PROPOSE. IT WOULD PROBABLY BE USEFUL FOR DEPARTMENT TO REINFORCE EFFORTS HERE BY CALLING IN UK EMBASSY OFFICIAL AT SUITABLY HIGH LEVEL TO URGE QUICK AGREEMENT. WE REALIZE OTHER PENDING AVIATION ISSUES WITH UK WOULD HAVE TO BE TAKEN INTO ACCOUNT IN DETERMINING TIMING OF SUCH A DEMARCHE IN WASHINGTON.
HILLENBRAND

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